

A Rebirth of Tehran's Development Institution

The Necessities of Reinforcing Urban Development Planning

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Abstract | About two decades have passed since the idea of setting up an institution to study and prepare urban development plans, in particular, the comprehensive plan of Tehran and improving the status of management and planning of these projects in the country. Institution was a seedling that could become a tree in the future of Tehran and other metropolises of the country. But today, as expressing this experience, only a lost name of it is remembered in the management and urban development planning system; lost in history, despite being included in the document of Tehran's comprehensive plan as the focal and precious point of this document, it has been forgotten.

The present paper tries to study the process of the institution formation from the beginning to its dissolution, through a descriptive-analytical method and documentation, and by using the pathological cognition of future opportunities and threats, it presents an image of the intended institution for the management and planning of urban development plans. It has also been attempted to identify the necessity of establishing an institution, by studying the vacuum created due to the lack of its existence during the various periods of planning and preparing urban development plans for Tehran. The results of the research show that the establishment of an institution in Tehran is an urgent necessity that will eventually be restored again one day. The key question will be when will the institution be formed and what kind of an institution will it be? A question that will be answered in the future.

Keywords | institution, master (comprehensive) plan, urban development plans, management and planning, Tehran city.

The problem statement and the necessity of establishing the Tehran institution

Basically, nothing is done properly without planning for it. Managing the metropolis of Tehran as the capital of a large country such as Iran is no exception, and requires a smart and efficient program. Management of urban development as a subset of Tehran metropolis management requires such a program, because on one hand, various forces and factors influence it, and on the other hand, they are also formed from or influenced by them. Coordination, integrating and com-

binning the goals, strategies, policies and aspirations of beneficiaries and stakeholders, is a complex task, requiring strong ideas, firm solutions, and a powerful, and at the same time thoughtful organization.

The establishment of governmental institutions and buildings in Tehran, alongside political representatives of other countries and offices of private companies and organizations, has put together a huge number of activities and a range of interests and domains. This leads to a strong competition for gaining maximum benefits and domains. Meanwhile, an organization or institution needs to mediate among the masses of organizations and institutions and their competitions for benefits, select the best thought and optimal solution and set

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the necessary balance between demand and competition, so that moving towards urban development will face less challenges and actions would be based on predetermined plans.

In Tehran, as the capital of the great country of Iran, and a model for the development of other cities in the country, although the need for up to date documents to guide urban development at different times intervals was strongly felt, but an institution that can provide these documents, put it into operation and monitor it, has never actually appeared in practice. Thus, while the need for such a structure that could play a key role in meeting the needs of the city of Tehran has always been raised, and also in different historical periods, various issues have been presented by authorities, scholars and thinkers in line with the formation of such an institution. However, this issue has never been finalized until the preparation of the new Comprehensive Plan of Tehran.

Two decades have passed since the initial bilateral plan¹ of the Minister of Housing and Urbanism, and the Mayor of Tehran in 1997 that was based on the establishment of an institution for the simultaneous preparation and leading of the Urban Development Plans in Tehran. This important issue did not become operational until 2003. By signing² the initial memorandum, its primary steps were taken to overcome the historical shortage through the establishment of a medial sectional organization, and to solve the major planning problems in Tehran. This experience has encountered numerous opportunities and challenges during the short time of its activity.

The present paper tries to examine the formation of the institution from the beginning to the time of its integration and completion and, so by using the pathological cognition of future opportunities and threats, present a picture of the considered institution. It also attempts to investigate the vacuum caused by the lack of institutions during different periods of planning and preparation of urban development plans for Tehran. In addition, while expressing the range of its tasks and activities, and by referring to various events in stages of gradual evolution until today, it aims to determine the future perspective of the institution in order to move towards sustainable urban development.

Development of Tehran and its historical need

The history of planning in Tehran indicates the consequences caused by the lack of an independent and specialized element for planning and managing Tehran's urban development plans and the need for its formation. To examine the historical background of planning urban development projects in Iran with special emphasis on Tehran³, seven historical periods are considered. These courses are not as proportionate in terms of timeframes, but major events particularly distinguish these seven periods.

- First period: Before modernization (1871- 1924)
- Second period: Modernization (1924- 1979)
- Third period: Unfettered anti-modernity and denying the

past (1979 -1988)

- Fourth period: Reflection of reviving the modern city (neo-modern) (1988 - 1999)
- Fifth period: The weakened technocratic approach (1999 – 2003)
- Sixth period: Restoration approach and small scale correction (2003 – 2005)
- Seventh period: Institutionalization approach and vivification of local institutions (2005 – 2017)

Analytical classification of planning and urban management in Iran and specifically in the city of Tehran show that the lack of presence and establishment of the Tehran Urban Development Planning Institution as a management and planning system for the implementation of sustainable urban development has always been accompanied by failure of the proposed plans and programs and partial perspectives at various levels. In other words, in spite of that from the perspective of institutionalization, the city must be seen as a whole unit, with its internal components interacting mutually and directly with each other (Because in fact the city develops as a dynamic collection with the coordination of its internal components); The development of the city witnesses the prevailing view of disintegration or, in other words, the island attitude. Organizations and institutions involved in the development of the city of Tehran have sought to implement their own separate programs and so integrated and coordinated urban management has never happened. In other words, the basic problem of Tehran cannot be summed up simply in the absence of a comprehensive plan in some historical periods in the past. Because up to now, between 3 and 6⁴ comprehensive plans and maps have been prepared for Tehran, and large parts of it have been implemented. The more basic problem should be in the absence of a power or force to plan, modify and review these plans and maps in a studied process in accordance with the time and place requirements.

A plan, program and map, is a producible product, which can be prepared and produced by a native or foreign consultant, with or without an institution. But development planning requires a precise and realistic insight in accordance with the specific conditions that development is supposed to take place in. Therefore, it must be acknowledged that the serious problem of Third World countries should be sought⁵ in "Plans without Planning". It is obvious that for consolidating a thought, if the institution is not made, the thought will not be institutionalized. As for the development of higher education, we need the institution needed to develop it, namely, the university. The development of the city too will not be possible without the necessary institution, which is the development planning institution.

The development of the city requires medial sectional administration to be able to institutionalize, deploy and flow it in the heart of the society over time. This device, which can briefly be called as the "City Development Institution", is a histor-

ical need and long-term concern for all the compassionate and forerunners of urban development, from which Tehran's urban development system has been deprived of ever since. The deprivation that has led to the objective appearance of a fundamental and consensual need for Tehran's urban development: "Institution of Management and Planning of Tehran Urban Development Plans".

In fact, it can be said that in order to organize and manage the physical, social, economic, environmental and other aspects of Tehran, which are faced with a lot of complexity within, as well as ambiguity in relations between different aspects, various organizations and institutions have been formed, and each of them have only planned and managed one or two aspects of Tehran in their legal position. Over the past few decades, these influential and powerful organizations and institutions have never been able to communicate with other organizations and institutions in some distinctive aspects, through a medial and upper sectional approach.

And although such connections have been made in a few cases, but due to the non-flexible nature of the organizational structure and the unwillingness to participate in solving common and often complex problems, such relationships have failed over time and have not brought much achievements for the Tehran metropolis. However, the concern of all officials is to promote the permanent physical, social and economic situation in Tehran, because the promotion of the sustainable living status in this city can be extended to other cities and can improve the living conditions of the whole country. Nevertheless, although the institutions and organizations influential in Tehran's urban development have made extensive efforts to achieve this in their field of activities, but due to lack of medial sectional nature, they have not been able to achieve coordinated and integrated planning alongside other organizations and institutions, and therefore, two key factors, namely, the integration and coordination among these organizations and institutions, are literally less formed.

Thus, the necessity of a medial sectional institution as the interaction and convergence point of the mentioned organizations and institutions was totally felt. Establishing such an institution whose main purpose is management and planning for Tehran metropolitan city development can act as the center of convergence and unity for medial sectional level decision-making, especially among the central government and local institution.

Apart from the need to establish coordination and integrity among other organizations and institutions in pursuit of sustainable urban development for Tehran, another requirement that the formation of an institution could provide a complete and definite answer to it was the implementation of the master plan. Comprehensive plans prepared for Tehran in the past have been communicated directly to the municipality of Tehran after their approval and for many reasons their implementation has always become one of the main concerns

of officials, specialists and people. Indeed, the realization and implementation of the master plan has always had serious problems over the past four decades and according to the experts, failure to implement the comprehensive plan can be considered as one of the serious damages to the master plan realization process. Thus, the formation of the Tehran Urban Development Planning Institution should meet this serious need (i.e., the realization, implementation, and executive process of these new plans of Tehran) in its own path.

Philosophy of institution existence in comparative studies

The necessity of institutionalization for management and planning of Tehran's urban development plans is also determined by comparative studies carried out in other metropolises⁶. A comparative study of the urban planning preparation process in some of the world's major metropolises shows the transfer of the authority to provide similar comprehensive and detailed plans to municipalities and local councils and to implement it in a specialized institution or organization that is basically made for this purpose. In this comparative study, the range of the council and municipal authority differs according to decentralized and centralized government systems, but the principle of organizational unity and oneness in the process of preparing and approving plans that are similar to comprehensive and detailed plans is in place in all cases. In the comparative study, we can extract some important points that are as follows:

- Preparing urban plans by the municipality directly and using the expertise within the organization or affiliated or independent specialized institutions, or through consulting engineers;
- Preliminary or final approval of plans by the city council or municipality in different legal -governmental systems;
- Final approval and veto power of the central government or its representatives in national or upper hand plans;
- Effective and direct participation of people through questionnaires, and announcing plan drafts;
- The independent position of the municipality districts in preparing local plan with the requirement to comply with the rules of the upper hand plan.

Background of institute for studies and preparation of Tehran's urban development plans and pathology of its lack of formation: 2007 – 2003

Investigating the stages of formation and development of the institution indicates that during a specified period (2003-2007), the institution did not find a form in accordance with its predetermined tasks in the area of planning and management of urban development plans, and inevitably, it has not been sustained. Since the identification of weaknesses can help restore and sustain the institution's future activities, the most important damages of the Tehran Urban Development

Table 1: Comparative comparison of organizations / plan producer and executive institutions in some of the major metropolises in the world. Source: Author.

	The name of urban development plans	The institution responsible for preparing the plan	The way of approving the plan-the institution responsible	Reviewer	Monitoring the implementation
London	London plan and 8 other structural plans in the same format	Municipality of the Metropolis (the London plan group)	The city council- Review and amendment by a government delegation and approved by the Deputy Prime Minister	Municipality and city council (the London plan group)	Deputy- prime minister and municipality and city council
Paris	The guidance regional and urbanism plan (similar to master plan)- land use (construction) plan for Paris	Apur on behalf of the municipality	Ministry of Equipment (Infrastructure)- (Urban planning section in the French government)- City council (municipality)	Apur (helper)- municipality (specifying orientations)	Municipality and city council
	Land use plan (POS) and detailed (PLU) (similar to detailed plan)	APUR			
Istanbul	Moderator plan of the urban region- Istanbul Metropolitan Area Sub-Region Master Plan	Urban planning organization (main responsible section)- the metropolis municipality with the cooperation of 9 research groups	The city council	Department of Urban development in partnership with the rest of the members (Municipality of the Metropolis) (the producer set)	Metropolis municipality organization
Seoul	Municipality and 25 regional municipalities and consultants and the Seoul Development Institute	Municipality and 25 regional municipalities and consultants and the Seoul Development Institute	Urban planning organization of metropolis (initial study)-city council-urban planning commission- municipality final approval	Urbanism organization of the metropolis municipality along with the Seoul development authority (the producer set)	Municipality-urban planning unit

Planning Institution from 2003 to 2007⁷ can be considered in the areas of management, planning and institutionalization:

1. The institution focuses only on one task due to various problems and obstacles, and that is the task of studying, preparing and approving a comprehensive plan. This focus causes to lose the opportunity of institutionalization for the urban development planning institution. However, the lack of a comprehensive plan for the development of Tehran over the past two decades has always been one of the biggest problems of this city but, the over-emphasis of authorities on this issue causes the plan preparation to be the sole responsibility of the

institution. Therefore, the institution is mobilized to expedite the preparation and approval of the master plan, and basically during this work, no steps are taken to form the institution, and even valuable opportunities will be lost.

2. Instability in the institution pillars and the continual changes in terms of shaky conditions, and its management, legal, supportive and financial affiliation to other centers and related companies of Tehran's urban development, caused lack of consistency and its establishment in the management structure of Tehran. The reason for this was the optimism about the dignity of the centers and organizations that had been

linked to the institution at different levels. In other words, the lack of establishing an institution without connecting to anyone else and independent of other administrations could have made a solid foundation from the beginning.

3. Failure to consolidate the legal status of the institution and the existence of limiting institutionalization arrangements will cause the institution to continue to face fundamental problems. In other words, the establishment of an adaptive institution between the three founding members, which did not have strong legal and juridical support, always encountered the risk of dissolution, lack of credit allocation and necessary budgets to survive, ambiguity in responding to decision-making bodies, and the risk of reduction or cutting support of the work or product.

4. The synthesis of responsibility (managing the institution and structure of the municipality of Tehran), somehow that the institution presidency is involved with the daily issues of the current responsibility of municipalities. On the other hand, the need to focus on long-term urban development issues, study and design the comprehensive plan, and most importantly institutionalization, was a major obstacle to the establishment of the institution and giving identity to its structure and organization.

5. The reducing role of people in the process of preparing a comprehensive plan for various reasons has hit a major blow to the master plan and reduced the potential opportunities available to implement it, and also made the initial goal of the institution, as an efficient intermediate for people's involvement in the preparation of the plan, less effective. In other words, the activities taken place due to the studies and preparation of the comprehensive plan based on the professional work prevent people from participating in the plan process and so the institutionalization of them will be forgotten.

Rehabilitation of the Institution of Management and Planning of Tehran Urban Development Plans: 2006-2008

The obligation for the master plan document on institution establishment

As noted before, the major problem of the lack of sustainable development in Tehran is not in the program (as many experts and professionals think and believe that these are the shortcomings of plans and their approaches and preparation methods that have made them ineffective), but instead, in the absence of planning in particular, specially planning for the implementation and realization of the programs. In fact, the existence of "plan without planning" can be introduced as the main damage to the forty-year period of the preparation of new plans and programs for urban planning in Iran, especially in the Tehran metropolis. With this belief, it can be said that the presence of the Urban Development Planning Institution can play a major role in the implementation of the Master Plan.

This belief has also been clearly emphasized⁸ in the document approved by the Tehran Master Plan. Paragraph 4-4-8 of this document states: "Given the strategic - structural nature of the comprehensive plan of Tehran, at the end of each five-year period (2010-2015-2020 and 2025) and in continuous and ongoing work to apply feedback from the process of completion, precision and implementation, and in order to make its goals and strategies more efficient and feasible, and its subordinate plans, in accordance with the changes, conditions and requirements of the time and while maintaining the general principles and strategies approved by it, the plan has been reviewed and modified by the «Permanent Institution for Studies and Preparation of Tehran Urban Development Plan» and will be approved by the relevant authorities for its updating.

As the contents of this paragraph show, with a forward-looking and progressive approach, the main document approved by the Tehran Master Plan (2007) considers the permanent institution for studies and preparing Tehran's urban development plans, for its realization. Moreover, in the same document, in paragraph 8-4-5, creating the formal and legal structure of such an institution is also emphasized and by pointing directly to it, the possibility to enter any kind of misunderstandings or negligence in creating its legal basis is prohibited. This paragraph points that: "In order to achieve the above goal, and to achieve a dynamic and continuous process in the permanent guidance and leadership of the physical - spatial and functional changes of Tehran and meeting the timely needs of its urban management, and monitoring the full implementation of the approved comprehensive and detailed plans as well as preparing its thematic and local plans, the Tehran City Administration (Islamic Council of the City and Municipality) will take action, with the cooperation and participation of the Ministry of Housing and Urban Development, for the official and legal establishment of the "Permanent Institution for Urban Development Studies of Tehran" and in the continuation of past cooperation and activities which have been formed in the process of comprehensive and detailed plans in Tehran".

According to these two paragraphs of the original document approved by the Comprehensive Plan, it can be argued that the new master plan of Tehran has taken on a special and different role from the past plans for its accountable institution and has tried to make its realization possible by establishing the legal and organizational context for such an institution.

Setting up the second institution

Measures, functions⁹ and set of activities of the second institution during the 30-month period from the beginning to the end can be divided into four parts: Justificatory actions¹⁰ for creating the idea of the institution; this action is considered as the basis for the next steps and in fact, it expresses the kind of attitude towards the nature and role of the institution

in its construction. Therefore, at the idea creation stage, the collection of theoretical and empirical matters related to the subject is used, and so forms the organizing, structuring, and managing of the institution. Based on this, and according to the contemporary knowledge, past experiences, discussions, consultations, and professional studies, the idea of the formation of an institution was defined with a new concept as follows.

The institutionalization¹¹ process involving the formation and convening of four meetings of the High Council of Institutions¹² and two of its specialized working groups¹³ as the main constituent body was followed by consolidation of the institution position in the Tehran City Council, which, in addition to the approved establishment of the institution, provided the independent budget line for the institution¹⁴; The formation of an advisory council and think tank that were the forum for the exchange of opinions of experts and thinkers of urban management and planning; Holding specialized meetings, thinking workshops and consultation meetings were another step towards institutionalization. One of the most important institutionalization measures¹⁵ was the formation of a working group for preparing a legal bill that considered the quality of the institution continuity with legal backing. Other relations on the path to institutionalization included meetings with the engineering consultants of Tehran districts, urban planning associations, and background measures in the field of publishing literature on institutionalization and cultural development in this regard was significant.

Actions and activities related to the implementation of the Master Plan document¹⁶, compilation of the Master Plan Document Implementation and also its realization approach are determined in four major bases as follows:

1. Prioritization
2. Financial system
3. Management system
4. Achievement model with the highest productivity.

On this basis, it was decided as follows:

1. Determining the outline of activities and actions
2. Identifying responsible and related authorities
3. Developing processes and procedures for answering questions and queries
4. Determining the procedures and instructions
5. Identifying requirements and required resources

In this way, measures to implement the comprehensive plan of Tehran in three main areas of the Master, detailed, and thematic-local plans were categorized as the set of secondary measures for the implementation of the master plan and were put on the agenda.¹⁷ Furthermore, measures to set up the internal organization of the institution, including the administrative organization and the institution support, the preparation and adjustment of regulations and administrative and financial instructions should have been provided with regard to its independent legal personality.

Fields of integration and dissolution of the institution

Fundamentally, since there isn't a single approach between the three founding members including the minister of housing and urban planning, the head of the city council and the mayor of Tehran in defining the position and role of the institution in the management and planning of Tehran's urban development plans, including the comprehensive plan, detailed plans and thematic-local plans, each of the three major members of the High Council (Leadership¹⁸) of the Institution defined the institution, according to organizational conditions, management experience, knowledge and interest in urban issues. In other words, there was no common understanding of the subject between them. Such a situation existed from the beginning of the institution's work (in the new round of its activity), but the situation continued until the end of the ninth government and the change of the minister of housing and urban development. Higher Council meetings were held and decisions were made. With the new management of the Ministry of Housing and Urban Development, despite numerous letters sent by the head of the institution to the Minister of Housing and the request for a personal conversation and invitation to the institution, but unfortunately, no response was given to any of the calls, and the same was repeated in connection with the Ministry of Housing's Urban Development Deputy.

In such a situation, unofficial news came from the specialized views of the ministry and its minister and deputy of urban planning who opposed with the work of the institution. This condition continued for several months, especially from the beginning of 2010. Eventually, the opposition came to the meeting of the Article 5 Commission in the early months of the year 2010, during which the mayor and the Urban Development Deputy of the Ministry discussed and challenged the continuation of the institution's activities. This situation has caused the mayor and the head of the city council to doubt the existential principle of the institution, which until this date, in spite of the ambiguities and drawbacks, was not considered as an obstacle for the continuation of the institution's activity.

Sending a letter from the Minister¹⁹ of Housing and Urban Development to the Mayor of Tehran to transfer the mission of the institution to the municipality entered a new era. In this way, one of the main pillars of the institution founders, which was in fact the most important one, officially announced its withdrawal from the memorandum between the municipality and city council. Finally, after several months of resistance²⁰ with the announcement of the Supreme Council of Urbanism and Architecture on the assignment of the institution mission to the municipality by issuing²¹ an application for the integration of the institution in the municipality on 2010/11/13, the work of Tehran's management and planning institution, which was considered a young seedling, officially ended.

A glance at the Institution from the beginning to the end

1. The idea of forming an institution, which, if anyone has given it, is to be commended and appreciated.
2. At the beginning of its work and at the stage of preparing the master plan, the institution remained only as a name but its authority and capacity was used in a right or wrong manner, in order to advance the plan preparation. But the institution was never established as a distinct administration with recognizable legal capacities.
3. In the new round of activities, with the help of its three members, the mayor, minister and chairman of the city council, the institution began the work with strength and undoubtedly, in this way, the greatest assistance was given by the Mayor of Tehran, Mr Ghalibaf, who did not spare anything in this matter and therefore, is worthy of appreciation and acknowledgment.
4. The ambiguity in the legal position of the institution has always created doubts in government and state collections and municipalities that have left its survival in doubt.
5. The weakness of communication with the municipality body or the Ministry of Housing, or even the City Council and their senior managers, was effective on creating doubts and so made its position unstable.
6. The informal communication of the Deputy Mayor of Urban Development and the Ministry of Housing has undoubtedly been effective and decisive in the uncertainty of continuing the duties of the institution.
7. The partial views of the municipality on one hand and the city council on the other hand were affective on the definition of the institution's correct position, and the one-sided impressions in this process.
8. Negative propaganda and even creating a destructive atmosphere against the institution by the municipality and the city council, which each one has accused the institution of destruction against itself, has also been very effective in undermining the status of the institution.
9. Not being mature in managerial, expertise and professional areas, and the establishment of a developed institution under conditions of non-development, has had a tremendous impact on the failure of the institution's activity continuation.
10. The medial sectional nature of the institution, or even its upper sectional nature, and the lack of definition for the precise duties of such authorities in the country, and basically, the sensitivity towards the presence of a supervisor and observer have had effect on the appearance of a negative view towards it.
11. Rejection of administrations that work in the direction of sustainable planning to prevent unplanned or hastily actions and by creating questions and ambiguities in them, it prevents the progress of daily managerial issues, and has been effective in the failure of the institution.
12. The existence of a conflicting background of the first in-

stitution with the related administrations, in particular the municipality, has played a non-positive role and been effective in its future status.

13. Failure to meet the expectations of its founders, each of whom has sought to fulfill their expectations, is also significant in this process.

14. The process of planning, organizing, leading and monitoring the work of the members of the institution and coordinating its activities with other relevant organizations and centers, and determining the prioritization of affairs and the time spent on them, which was collectively derived from a particular management style of the institution chairman, could also stimulate the sensitivity of others towards undermining and even stopping the institution's activity; because his managerial style was not in line with the taste of some managers and organizations.

The consequences of the institution's lack of continuity; comprehensive plan without an institution
As stated earlier, generally, the short life of the institution from the start to the end can be divided into the following periods and sections:

1. With the first institution (institution for preparing the comprehensive plan): This period, which must be considered after the expiration of the initial period of its informality, is called "plan preparation period". The institution is created to study and prepare the comprehensive plan.
2. With the second institution (comprehensive plan with the institution): institutionalization, implementation and review of the master plan are put on the agenda. In fact, the authenticity of this approach emphasizes on two important elements in the development of the city, that is, both the comprehensive plan and the institution.
3. No institution (comprehensive plan without an institution): This period, which began with the end of the second institution and continues to this day, is in fact, a period in which the comprehensive plan will take place without the institution. The period when the revision and reform of the plan in accordance with the comprehensive plan is neglected, and there is essentially no institution to address this issue. The Ministry of Roads and Urbanism, as the main trustee of the comprehensive plan, has forgotten the revision and modification of the plan, causing unfortunate effects on the development of the city and its future.

In this way, due to the existential vacuum of the institution, and in pursuit of the integrated spatial, physical and functional management of Tehran, the duties and responsibilities of the comprehensive plan document are left unfulfilled:

1. Guiding and leadership of spatial, physical and functional changes of the city within the framework of Tehran comprehensive plan
2. Permanent monitoring and supervision of the implementation of the comprehensive, detailed, thematic and local plans

3. Reviewing and proposing necessary amendments for the master plan of Tehran
4. Preparing thematic and local plans assigned to the institution
5. Capacity building for integrated urban management
6. Study, research and planning of urban development (for the contextualization of evolution and innovation in the process of preparation and implementation of urban development plans)
7. Promoting the culture of urban development through the publication of books, articles, journals and holding scientific and specialized meetings, using the existing academic capacity in and outside of the country.
8. Collaborating with other administrations producing thematic and local plans approved by the comprehensive plan document
9. Medial sectional coordination between the concerned staff and executive administrations in pursuance of the comprehensive plan of Tehran

In addition, the design and implementation of the preparation, review, evaluation and approval of Tehran's development plans system for the improvement of the Urban Development Planning Level which was considered to be a goal of the institution's continuing role in the management and planning of urban development projects in the country have been abandoned and remains unfulfilled.

Future institution; An Urgent Necessity

Establishing an institution for the planning and management of Tehran's urban development projects could resolve the problems and the consequent effects of various urban issues to a large extent and in fact, provide a real place for the body of the specialized force, which, if its basic foundations were institutionalized and formulated, it would create the opportunity to act as a real communication link between the government and the people in order to realize the interests and rights of the city and citizens.

For this purpose and with such a view, the Tehran Urban Development Planning Institution was created in order to meet the needs emerged from urban management, and pursued various goals based on related issues and problems. Today, this need is felt more than ever before and tomorrow even more than today and the need to achieve these goals is inevitable.

Three main objectives can be seen as the²² initial goals of the institution establishment, which are also needed today:

1. Bringing the government closer to people;
2. Bringing the planning system closer to the executive system;
3. Closer links of the government, municipality and city council, and actually, planning and implementation.

In fact, the institution, as the body and structure of the specialized forces, regardless of any partial and organizational

approach that can lead to a particular view on it, must be created and restored to bring the government, the municipality, the city and people's council, and the urban planning and executive system closer together, and finally its planning and implementation, in order to realize the interests of people and the city.

Such an institution will have the three following characteristics:

The first feature of the institution, being experienced: the uncertainty and ambiguity in the position of the institution in the previous experience, which due to the newness and disarrangement of the existing traditional structure of the hierarchy of management and planning of the urban development plans caused the emergence of coping forces and abundant obstacles, should not be repeated again.

The second feature of the institution, satisfaction of both sides: the upper or medial sectional nature of the institution is a historical need, which in our country, is inexperienced and has a lack of knowledge. A position that is essential for the coordination and convergence of all sectors in the future of the city's development.

The third feature of the institution, being strategic: a character which the expert and managerial body needs it greatly in different levels. Although in general, thinking strategically is still not compatible with the nature and taste of managers and planners in the current urban development plan system.

The fourth feature of the institution is being upper sectional: it is impossible to separate the physical problems from economic, cultural, social and other issues. The need for such a matter is that an upper sectional viewpoint governs the institution, not a political one. It should act in such a way that changing the management does not change the urban plans. In this case, there is always a center and institution that is sensitive to all issues of the city and acts "according to the plan". Of course, priorities can change, because any management or any city council has different approaches, but changing priorities does not mean changing the fundamentals of programs and strategies.

The fifth feature of the institution, being permanent: the institution is not essentially a place in the sense of an organization or administration. The institution is a dignity; it is a platform for producing a program that everyone agrees with, in the direction of a better city in the future. The most prominent feature of the institution is its "permanency", because it has an "observing" character, meaning "taking care" of the present, with respect to the future.

Conclusion

"Tehran Urban Development and Planning Institution" is a structure that, as a diagnostic reference, has the responsibility of planning and injecting it into all decision-making, planning and executive bodies, and the process of institutionalizing this structure itself, is a process that will be an introduc-

tion of a transformation in the country's urban development system. The major effort of the "institution" also should be to dominate and prevail the proper network of activity distribution on the centralization network, as much as possible. The future institution will eventually be formed in Tehran,

and this is an urgent necessity that will be realized one day. The key question is when will the institution be formed and how will this institution be? A question that the future will be answered in the future.

Footnote

1. As Mr. Habib Allahyan, the first president of the institution states that, the first idea of the institution was proposed in 1997 between the Minister of Housing and the Mayor of Tehran, but because of the lack of psychological context and necessary backgrounds, it did not become practical.
2. In 2003, a memorandum for creating a joint institution was signed between the mayor Mr. Ahmadinejad and the Minister of Housing and Urban Development Mr. Abdol-Alizadeh.
3. With the studies taken place and the results of research based on the hypotheses regarding the existence of public-social and medial sectional institutions, six stages were produced.
4. Regarding the number of comprehensive plans in Tehran and based on the existing documentation, three formal comprehensive plans have been identified as, Farmanfarma plan (1968), Atak organizing plan (2000), and the structural-strategic plan (2007). However, some experts added three comprehensive maps of Tehran that were prepared during the Qajar period to this list.
5. Referring to the comprehensive plan of Shanigar by Le Corbusier.
6. Attempts have been made to carry out comparative studies in countries that are close to the conditions in Iran, by relying on documents available to them, from the municipality and inter-medial sectional institutions such as the Apur in Paris and their experiences should be studied.
7. This study was conducted by the think tank group, which was set up for several months before and after the re-establishment 8. Undoubtedly, the focal point and distinctive feature of the comprehensive plan (2007) compared to the previous comprehensive plan should be considered in the forecasting of the supervisory, monitoring, and updating mechanism of the research and management institution establishment which has been greatly emphasized in paragraphs 8-4-4 and 8-4-5.
9. The second institution lasted for thirty months from the date of the establishment and formal launch from May 2008 until its dissolution in December 2008.
10. Due to the complexity of the nature of medial sectional administrations and the existence of oppositions, resistance, and misunderstandings because of the difficulty of coordinating and differing demands on one hand and the ambiguities in the geographical area, the authorities and legal means on the other hand, the definition and concept of the institution was necessary. Therefore, steps were taken to explain the founding principles of the institution.

11. Basically, the problem of countries like Iran is being solely dependent on the plan and neglecting institutionalization and converting the plans without planning. In fact, what is important and authentic in this country is the mere existence of a plan, product and program. Based on this, various measures have been taken to overcome this important issue in different dimensions, including the formation of the Supreme Council of the Institution and other necessary structures.
12. The Supreme Council of the Institution consists of three founding members, including the Minister of Housing (Roads) and Urbanism, the Mayor of Tehran, and the Head of the Islamic Council of Tehran, which was responsible for determining the policies of the institution and has been responsible for the approval of its major plans.
13. The specialized working groups of the Supreme Council of the Institution consisted of representatives from two main members, the minister and the mayor. Deputy Minister of Urban Development and Architecture of the Ministry of Roads and Urban Development on behalf of the Minister and the Deputy Mayor of Urbanism and Architecture on behalf of the Mayor of Tehran held the meeting in the presence of the president of the institution and consulted on how to implement the measures of the High Council.
14. In addition to the formal legal structures foreseen in the institution organization, using the views of scholars and professors in various fields was also carried out through the formation of a consultative council and a think tank.
15. The most basic and principled measures taken at this stage was the formation of the working group drafting the bill of the institution, which, with the presence of experts, addressed the process of drafting the bill and how to pursue its implementation
16. One of the most important tasks of the newly formed institution was to determine the list of actions and efforts to realize them within the framework of the comprehensive plan document. Accordingly, various working groups were set up to explain the various dimensions of these actions and, on that basis, began to become operational.
17. The establishment of the institution involves various actions, the most important of which is the formation of the institution (launch and formation of the institution organization) at the deployment stage. Since the corporate identity of an organization is to be deployed in a position that is appropriate to it, a building was identified and the institution began working. Moreover, the definition of the mission and status of the institution (determine the theoretical and functional domain of the institution mission) are also other measures taken. The domain of executive actions and supplemental and supportive activities are also other processes that have gone through for achieving the institution establishment.
18. The first name of the council of institution founders was the leadership council, and was later renamed as the Supreme Council of the Institution.
19. In this letter, the Minister of Housing and Urban Development, based on the agreement reached on the formation of a joint institution for the study and preparation of the comprehensive plan, and given the end of its work, announces its withdrawal from the continued presence in the institution and calls for its activities to be continued in the municipality.
20. Due to the lack of belief in the continuity of the institution from the Ministry of Housing and Urbanism, and afterwards the necessary measures for assigning this role to the municipality, the law approved by the High Council of Urban Planning and Architecture about the end of the institution and the assignment of its duties to the municipality finished the work. On October 13, 2010, the approval letter of the High Council of Urbanism and Architecture in regards to the assignment of the institution tasks from the comprehensive plan document to the Tehran municipality, was formally sent to Mr. Qalibaf, the mayor of Tehran, Mr. Chamran, the head of the city council and Mr. Tamadon the Governor of Tehran by the Ministry of Housing Deputy of Urban Development.
21. Following the approved law of the Supreme Council of Urban Development and communicating it to the mayor, the integration of the institution's duties into the Department of Urban Development and Center of Studies was definitive and the executive order of the supreme council of Urban Development was announced on November 9, 2010.
22. An interview with Mr. Habib Allahyan, the first chairman of the institution from 2003 to 2007, that was about the explanation of the institution's primary goals.

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